

Project Baseline Summary Report

Data Source: **EM CDB**

Operations/Field Office: **Ohio**

Site Summary Level: **Columbus Environmental Management Project**

Project **OH-CL-02 / West Jefferson Site Decontamination**

Report Number: **GEN-01b**

Print Date: **3/9/2000**

HQ ID: **0231**

General Project Information

Project Description Narratives

Purpose, Scope, and Technical Approach:

Definition of Scope: Building JN-1. Within JN-1 are several smaller hot cells, each designed for specific research activities. All of the cells in JN-1 have very high radiation fields as a result of extensive research related to spent fuel examination; post-irradiation examination of reactor components; source encapsulation; sabotage of shipping containers; and studies of irradiated materials/structures. Although all intact fuel elements were removed and shipped to the DOE's Idaho national Engineering laboratory (INEL) in 1986, the cells still contain an estimated 60,000-80,000 curies of activity in the form of metallurgical samples; contaminated equipment; sediment and fuel pieces from the storage/transfer pool; and distributed contamination on interior cell surfaces. Materials are loose within the cells and will require packaging for shipment off-site. Radionuclides of concern include uranium (enriched, natural and depleted); thorium; transuranics (pu, Np, AM, Cf); activation products (Co-60); and mixed fission products (Sr-90, Zr-95, Nb-95, Ru-106, Cs-134/137, Ce-144). Radiation fields within the cells themselves are on the order of tens to hundreds of R/hr, with lower levels (less than 2 mRem/hr) in operating areas. Within the hot cells, surface contamination as high as 1.2×10^6 dpm/100 cm² has been measured. Building JN-2. This is a two story office and laboratory building with an attached high bay. It was designed and used for criticality studies and also housed a plutonium laboratory and special nuclear materials vault. Contamination is minor and is found in three contiguous laboratories on the first floor, in the vault, and in a drain system connecting to an underground holding tank. The building currently houses the project's radioanalytical laboratory. Building JN-3. The JN-3 reactor was constructed in 1956 as a "pool" type reactor. For 20 years it was used for irradiation studies, and fuel element and cladding research. The building is a two-story concrete block and brick structure with a steel-frame basement. Approximately 15 curies of contamination various storage areas, and as sludge in piping and drains. Surface contamination in the range of hundreds of thousands of dpm/100 cm² has been measured within posted areas of the building. External Areas. This area comprises 11.5 acres of grounds surrounding the above buildings (including underground drain lines). It is estimated that up to 268,000 ft³ of low level waste (soils) and over 8,000 ft³ of low level waste (non-soil) will be generated. Generation, shipment, and disposal of all radioactively contaminated wastes at DOE-approved disposal sites currently forecasted to include LLW, LLMW, and TRU waste. Independent verification of decontamination effectiveness will be performed. Any restoration payments for the West Jefferson site will be negotiated as lump-sum settlement to Battelle, the facility owner. Technical Approach: Prior to starting D&D in each building, Battelle performs a comprehensive physical and radiological survey to verify the type, extent, and locations of contamination. Workers dismantle and remove any contaminated equipment such as glove boxes, hoods, and blowers. Workers then remove and decontaminate surfaces containing residual radioactive material. All contaminated wastes are classified, characterized, packaged, and shipped via a certified commercial carrier to a DOE-approved treatment and/or disposal site(s). Final radiation surveys will be conducted and documented by Battelle. Afterwards, the decontaminated status is certified by an independent verification contractor (IVC), and the building/area is designated as suitable for use without radiological restrictions. The US N.R.C. will accept the results of DOE's IVC surveys. This process may be modified somewhat depending on the end-use planned for the hot-cell building. Doe is considering a plan to raze the entire structure, thus eliminating any questions regarding strategy for the external soils is also based on historical perspective and inputs from the environmental monitoring program. Current estimate, based on reviews of historical documentation, indicated at least 15 separate areas and the underground drainlines will need to be remediated. Prior to completing plans for remediation of the grounds at the site, a more detailed characterization effort will be conducted to quantify contamination levels and areas involved.

Project Status in FY 2006:

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This project is scheduled to be completed in FY 2005.

Post-2006 Project Scope:

None.

Project End State

This site is scheduled to be completed in FY 2005. The end state will return the buildings and adjacent soil areas at this site back to Battelle in a condition for use without radiological restrictions, according to NRC guidelines. All waste streams will be shipped off site for treatment, storage, or disposal.

Cost Baseline Comments:

The DOE-approved baseline (Revision 2) was based on a bottoms-up methodology. It was approved by EM-40 in 1994, but is currently out of date. Two more recent studies have been conducted: an independent estimate by TLG Services, Inc. in January 1996; and a draft summary baseline (Revision 3) by Battelle in June 1996. Battelle will be asked to revise the current baseline as part of ongoing contract negotiations. The major assumptions for the upcoming revision will include: (1) The project will be completed in FY 2005; (2) The work will be performed under a negotiated DOE/Battelle cost share arrangement per the W-7405-ENG-92 contract with new terms and conditions; and (3) Funding of \$16.1M from FY 2001 - 2003 (escalated by 2.7% inflation), \$19M for FY 2004, and \$15M for FY 2005.

Safety & Health Hazards:

The three buildings at the West Jefferson North site were constructed in the mid-1950s and have exceeded their design life. The primary hazard at the site is the Building JN-1 Hot Cell facility, and the risk is based on the current inventory of radionuclides. An estimated 60,000-80,000 curies of radioactivity is present in the hot cells as metallurgical samples (from spent fuel examination), contaminated equipment, transfer pool filter resins, and as fixed and loose contamination on cell surfaces. Radiation fields in the cells themselves range from 10 to 100 R/hr with specific items reading as high as 500 R/hr. Loose materials within the cells will require field surveys and packaging for shipment offsite. Most of the high-level contamination is from transuranics (TRU), mixed fission products, and activation products. The Building JN-2 Critical Assembly facility is the most lightly contaminated of the site buildings. It houses the project's radioanalytical laboratory and instrument calibration shop. The Building JN-3 Research Reactor facility was de-fueled and partially dismantled in 1974. Approximately 15 curies of activity remain in the building, associated with the bioshield, the fuel pool, various material storage areas, and as sludge in piping and drains. During the remaining life of the project, the project expects to generate up to 370 m3 of transuranics waste, 11,000 m3 of low level waste and ~ 6 m3 of mixed low level waste.

Under the EM-40 Relative Ranking System, the hazard associated with the hot cells is designated as SIGNIFICANT. Because of the age of the cells and their design, maintenance of critical systems (e.g., ventilation) must be done manually within the cells. For example, the HEPA filters in the High Energy Cells require change-out every 2 years (or more frequently if the contents of the cell are disturbed). This results in exposure to project workers for every maintenance entry. Thus, an EVIDENT pathway for exposure exists, and receptors are IDENTIFIED. These factors place the Building JN-1 Hot Cell facility in the second highest hazard category of the EM-40 ranking system.

The facilities at Battelle which are undergoing decontamination have no continuing research mission with nuclear materials. A facility hazard analysis

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and classification study completed in 1992 concluded that there were two radiological facilities (below Category 3) associated with the project:

1) The waste management Central Staging Area in Building (KA-3) -- remediated in 1994; 2) The JN-1 Hot Cells at the West Jefferson site. All other buildings were determined to be non-radiological facilities based on inventory of radionuclides. Between FY 1994 and FY 1996, a major campaign was undertaken to remove all unused and unnecessary chemicals from the site. A chemical inventory assessment completed in July, 1997, concluded that the small quantities of chemicals still remaining pose no concerns as long as they are used/handled under proper controls. Non-radiological hazards identified by the project are similar to those found throughout the construction industry (e.g., falls, falling objects, crushing, electrocution) and are controlled through an aggressive Industrial Safety program.

Safety & Health Work Performance:

Battelle has issued a Corporate Safety Policy and has site wide program plans covering: Health and Safety, Radiation Protection, and Emergency Preparedness. The BCLDP prepared separate Health and Safety and Radiation Protection Plans in 1992; subsequently, the BCLDP Health and Safety Program was placed under the Corporate Safety Program. A set of implementing safety procedures now guides all work performed. These procedures are matched to the known and anticipated Industrial Safety and Industrial Hygiene hazards associated with decontamination activities at the site. Approval to perform work on the project is granted through successive modifications to contract W-7405-ENG-92. Annual work plans are prepared by the contractor and approved by the DOE on-site project manager. DOE approval is contingent upon the contractor demonstrating that all required equipment, procedures, and trained staff are available to perform the work safely and effectively. Battelle operates under a Readiness Review procedure which offers a graded approach depending on the level of hazard and cost associated with specific activities. Individual work activities are authorized under a work instruction system maintained by Battelle. Prior to starting any activity within a building or area, a comprehensive physical and radiological survey is performed to verify the type, extent, and location of all hazards present. The work instruction describes the task to be performed, the relevant procedures, personnel requirements, and any required equipment. Attached to each work instruction is a safety checklist and, when necessary, a radiological work permit. Approval of the work instruction requires the sign-off of the building/functional manager, the safety manager, and the radiation protection manager.

Safety and Health Direct Data

All activities necessary to maintain control of radioactive material at the West Jefferson site will be performed under all funding scenarios. Even if DOE were to stop funding the project, Battelle, the facility owner, would still assure public health and safety under the requirements of their license with the U.S. NRC. Funding cuts, however, would extend DOE's liability for the clean-up of this site, add significantly to overall costs of the effort, and continue to require radiation doses to site workers without commensurate benefit. Battelle Memorial Institute is a non-government organization and thus primary support for many of the safety and health functional areas is provided by the owner's corporate organization. The primary safety and health drivers for the project are the radiation protection standards promulgated by the U.S. NRC (e.g., 10 CFR 20), and the general industry, construction safety, and hazardous waste operations standards of OSHA (29 CFR).

ACTIVITIES DESCRIPTION:

1. Management and Oversight: DOE has no direct contractual authority to enforce OSHA or radiation safety requirements; these are covered by Battelle's programs under appropriate regulatory authorities (e.g., U.S. NRC).

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2. Emergency Preparedness: The BCLDP Emergency Response program tiers from the Emergency Preparedness program for the Battelle corporate organization. BCLDP has implemented a program of cooperative agreements with emergency service providers in a two-county area covering both King Avenue and West Jefferson sites.

3. Fire Protection: Fire protection services are provided by Battelle Corporate Operations, who oversee funding, inspections, personnel, and equipment. Protective equipment is maintained under contract, and annual fire protection system reviews are provided by Factory Mutual.

4. Industrial Safety and Hygiene: A detailed OSHA program exists to integrate industrial hygiene, worker safety, and industrial safety requirements. Safety is emphasized through a program of training, pre-job briefings, and management oversight. Task specific safety checklists are prepared for each work instruction, reviewed, and approved before BCLDP work commences. In addition, safe work plans are prepared for all major activities and are key elements of the project's readiness reviews. Project safety staff perform daily walkdowns of work areas.

5. Industrial Health: Primary support in this functional area is provided to the BCLDP by the corporate organization. However, within the scope of the Safety and Health activities, the project does include: hazard communications; personnel protection; and physical controls.

6. Nuclear Safety: This area has only minor applicability. The project has reduced the inventory of radioactive material to an extent that all buildings are radiological facilities only.

7. Occupational Medical Services: Support in this functional area is provided to this project by the corporate organization.

8. Radiation Protection: While Battelle is contractually exempt from the DOE's Nuclear Safety Rules, the project radiation protection program under 10 CFR 20 meets essential equivalent requirements. The BCLDP: (1) installs and operates radiation monitoring and control equipment; (2) provides surveillance and maintenance capabilities; (3) provides for health physics oversight; (4) provides radiation information and warning postings; (5) conducts personnel and facility radiation monitoring; (6) uses a system of radiation work permits; (7) maintains a personnel dosimetry and bioassay program; (8) conducts site environmental studies; (9) maintains and operates fixed and portable instrumentation for radiation detection and measurement; (10) maintains all radiation exposure and safety and health records; and (11) conducts contamination control.

9. Transportation Safety: Packaging and transportation of BCLDP's radioactive waste materials is provided by BCLDP's Waste Management Group in accordance with all DOE, NRC, and DOT requirements.

PBS Comments:

The primary legal driver for the project is the government's contractual obligation to remediate Battelle (Columbus) facilities in a timely fashion as part of the closeout of Contract W-7405-ENG-92. Therefore, the major project stakeholder is Battelle Memorial Institute (Battelle) itself, owner of the facilities. Others stakeholders include the U.S. NRC and the Ohio EPA as well as local communities.

Stakeholders have expressed satisfaction with the progress made to date, particularly with the acceleration of the King Avenue cleanup over the last 4 years. Federal, State and local elected officials have expressed strong support for the accelerated cleanup of the West Jefferson site for both risk

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reduction and economic development reasons. Media articles highly favorable of the project have appeared in the Columbus Dispatch and the Business First weekly newspapers. Finally, the project is highly regarded by emergency management organizations at the state and county level because of its initiation and continued support of integrated response training.

The following paragraph is the Contractor (and Facility Owner's - Battelle Memorial Institute) comments and do not necessarily represent DOE's position:

Battelle, does not agree with the funding profile and schedule set forth in the Focus on 2006 Plan. Rather than specifying and commenting on each area of disagreement, Battelle is providing the following examples which illustrate some of those areas:

- a) The Plan extends both DOE's and Battelle's liability for a site with significant radiological hazards;
- b) The Plan does not support the schedule for project completion (FY 2000) approved by the U.S. NRC in 1993 as part of the Battelle's Decommissioning Plan;
- c) The Plan does not return the West Jefferson site for reuse by Battelle in a timely manner;
- d) The Plan unilaterally increases overall project costs significantly;
- e) The Plan impacts Battelle's strategic planning, effective utilization of its facilities, and places an unreasonable financial burden on Battelle by delay of restoration payments;
- f) Battelle does not agree that the present DOE-accepted King Avenue and West Jefferson project scope satisfies completion of DOE responsibility and liability relative to the closeout of the Contract W-7405-ENG-92 contract.

A decommissioning plan approved by the U.S. NRC commits to completion of the West Jefferson cleanup by FY 2000. Delays to the project, if significant, could result in enforcement action by the U.S. NRC to require Battelle to meet the original schedule using its own financial resources. This large financial burden on Battelle would most likely result in contractual claims against DOE for reimbursement of expenses over which the Department exercised no control. This would raise anti-deficiency questions for the government which are precedent setting. Moreover, delays in clean-up of the West Jefferson site may result in application of more restrictive release criteria, which could increase remediation costs up to 50% above the current baseline.

Timely completion of the BCLDP (also, called the CEMP) meets several priority goals and objectives listed in EM-40 Strategic Plan: 1) completion of 25 "small sites"; 2) remediation of non-DOE sites and facilities; 3) reduction of long-term costs associated with maintaining surplus facilities and structures; and 4) release of facilities and land for beneficial public use.

Completion of the efforts at West Jefferson will avoid any issues with the Ohio Congressional delegation and state officials who view Battelle as a major state asset. Acceleration of the clean-up will eliminate the health and safety hazard, lower total project cost, and result in a strong positive stakeholder response.

Baseline Validation Narrative:

Revision 2 of the CEMP baseline is out of date, but it has gone through numerous validation/review processes since its inception. These include the annual project and budget validations conducted by various HQ organizations, the more recent project and budget validations conducted by the Ohio

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Field Office, and the EM-1 directed Management Review, conducted by EM-HQ and the Chicago Field Office staff. Other validations/reviews include the "bottoms-up" cost estimate reviews conducted by the Core of Engineers (COE) , and the bottoms-up estimates for the King Avenue and West Jefferson sites that were initiated by the DOE Project Manager, and conducted by TLG Services, Inc. The consistent theme coming from all of these validations/reviews is that, based upon the best data available at the time of the reviews, the project was being managed in an appropriate manner, and the current plans and budgets were in fact reasonable for the scope of work known at that time.

General PBS Information

Project Validated? Yes **Date Validated:** 5/15/1996

Has Headquarters reviewed and approved project? No

Date Project was Added: 12/1/1997

Baseline Submission Date: 7/8/1999

FEDPLAN Project? No

Drivers:	CERCLA	RCRA	DNFSB	AEA	UMTRCA	State	DOE Orders	Other
	N	Y	N	Y	N	N	N	Y

Project Identification Information

DOE Project Manager: Thomas A. Baillieul

DOE Project Manager Phone Number: 614-760-7372

DOE Project Manager Fax Number: 614-718-3190

DOE Project Manager e-mail address: thomas.a.baillieul@ohio.doe.gov

Is this a High Visibility Project (Y/N):

Planning Section

Baseline Costs (in thousands of dollars)

	1997-2006 Total	2007-2070 Total	1997-2070 Total	1997	Actual 1997	1998	Actual 1998	1999	2000	2001	2002	2003	2004	2005	2006
PBS Baseline (current year dollars)	11,341	0	11,341			457	457	5,750	5,134	0	0	0	0	0	0

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Baseline Costs (in thousands of dollars)

	1997-2006 Total	2007-2070 Total	1997-2070 Total	1997	Actual 1997	1998	Actual 1998	1999	2000	2001	2002	2003	2004	2005	2006	
PBS Baseline (constant 1999 dollars)	11,206	0	11,206			457	457	5,750	4,999	0	0	0	0	0	0	
PBS EM Baseline (current year dollars)	11,341	0	11,341			457	457	5,750	5,134	0	0	0	0	0	0	
PBS EM Baseline (constant 1999 dollars)	11,206	0	11,206			457	457	5,750	4,999	0	0	0	0	0	0	
	2007	2008	2009	2010	2011- 2015	2016- 2020	2021- 2025	2026- 2030	2031- 2035	2036- 2040	2041- 2045	2046- 2050	2051- 2055	2056- 2060	2061- 2065	2066- 2070
PBS Baseline (current year dollars)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
PBS Baseline (constant 1999 dollars)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
PBS EM Baseline (current year dollars)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
PBS EM Baseline (constant 1999 dollars)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Baseline Escalation Rates

1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
	0.00%	0.00%	2.70%	2.10%	2.10%	2.10%	2.10%	2.10%	2.10%	2.10%	2.10%	2.10%
2010	2011-2015	2016-2020	2021-2025	2026-2030	2031-2035	2036-2040	2041-2045	2046-2050	2051-2055	2056-2060	2061-2065	2066-2070

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2010	2011-2015	2016-2020	2021-2025	2026-2030	2031-2035	2036-2040	2041-2045	2046-2050	2051-2055	2056-2060	2061-2065	2066-2070
2.10%	2.10%	2.10%	2.10%	2.10%	2.10%	2.10%	2.10%	2.10%	2.10%	2.10%	2.10%	2.10%

Project Reconciliation

Project Completion Date Changes:

Previously Projected End Date of Project: 9/1/2005

Current Projected End Date of Project: 9/30/2005

Explanation of Project Completion Date Difference (if applicable):

The previous project completion date from last year's PBS simply states September 2005. When the data was seeded, the system assumed September 1, 2005. However, the baseline project completion date remains September 30, 2005. The completion date may change when the baseline is revised in FY 1999.

Project Cost Estimates (in thousands of dollars)

Previously Estimated Lifecycle Cost (1997 - 2070, 1998 Dollars):	93,587	Actual 1997 Cost:	Actual 1998 Cost:	457
Previously Estimated Lifecycle Cost of Project (1999 - 2070, 1998 Dollars):	93,130	Inflation Adjustment (2.7% to convert 1998 to 1999 dollars):		2,515
Previously Estimated Lifecycle Cost (1999 - 2070, 1999 Dollars):	95,645			

Project Cost Changes

	Cost Adjustments	Reconciliation Narratives
Cost Change Due to Scope Deletions (-):	84,896	CEMP will request Defense funding only starting FY01. (\$84,896) due to scope deletion.
Cost Reductions Due to Efficiencies (-):		
Cost Associated with New Scope (+):		
Cost Growth Associated with Scope Previously Reported (+):		
Cost Reductions Due to Science & Technology Efficiencies (-):		
Subtotal:	10,749	
Additional Amount to Reconcile (+):	0	

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Project Reconciliation

Current Estimated Lifecycle Cost (1999 - 2070, 1999 Dollars): **10,749**

Milestones

Milestone/Activity	Field Milestone Code	Original Date	Baseline Date	Legal Date	Forecast Date	Actual Date	EA	DNFSB	Mgmt. Commit.	Key Decision	Intersite
West Jefferson start milestone			1/1/1988								
Complete project requirement for TRU certification	120699		6/30/1999						Y		
Design interim storage location for CEMP TRU waste			10/1/1999								
West Jefferson end milestone			9/30/2005							Y	

Milestones - Part II

Milestone/Activity	Field Milestone Code	Critical Decision	Critical Closure Path	Project Start	Project End	Mission Complete	Tech Risk	Work Scope Risk	Intersite Risk	Cancelled	Milestone Description
West Jefferson start milestone				Y			1	1	1		Initiation of the BCL Decommissioning Project (planning, design, environmental assessment).
Complete project requirement for TRU certification	120699		Y				1	1	3		Complete all steps leading to a WIPP certificaion audit, including Acceptable Knowledge process; TRU QA Program; QAPJP.
Design interim storage location for CEMP TRU waste			Y				1	3	5		DOE Headquarters, through the EM Integration process.
West Jefferson end milestone					Y	Y	2	3	4		Decontamination is complete; West Jeferson affected buildings have been demolished; all contaminated underground utilities have been removed; independent verification surveys are complete.
											Milestone does not include completion of restoration negotiatio

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Performance Measure Metrics

Category/Subcategory	Units	1997-2006 Total	2007-2070 Total	1997-2070 Total	Actual Pre-1997	Planned 1997	Actual 1997	Planned 1998	Planned 1999	Planned 2000	Planned 2001	Planned 2002	Planned 2003	Planned 2004
Fac.														
Decom.- Assess.	NF	0.00	0.00	0.00	3.00									
Fac.														
Decom- Cleanup	NF	0.00	0.00	0.00	3.00									
Category/Subcategory	Units	Planned 2004	Planned 2005	Planned 2006	Planned 2007	Planned 2008	Planned 2009	Planned 2010	Planned 2011 - 2015	Planned 2016 - 2020	Planned 2021 - 2025	Planned 2026 - 2030	Planned 2031 - 2035	
Fac.														
Decom.- Assess.	NF													
Fac.														
Decom- Cleanup	NF													
Category/Subcategory	Units	Planned 2036 - 2040	Planned 2041 - 2045	Planned 2046 - 2050	Planned 2051 - 2055	Planned 2056 - 2060	Planned 2061 - 2035	Planned 2066 - 2070	Exceptions	Lifecycle Total				
Fac.														
Decom.- Assess.	NF									3.00				
Fac.														
Decom- Cleanup	NF									3.00				

Facility Decommissioning

Site Code	RSF ID	Change Flag	Description	Class/Subclass	Hazard	Plan. Assess. Year	Fore. Assess. Year	Actual Assess. Date	Plan. Deac. Year	Fore. Deac. Year	Actual Deac. Date	Plan. Comp. Year	Fore. Comp. Year	Actual Comp. Date	Acc. Year	No Action	Comp. Status	RAD
CEMP	0004		JS-1 \ West Jefferson Site Building JS-1	Buildings & Equipment/Laboratory	Non-Nuclear Facility	1990		6/15/1990						9/30/1990	1986	N	Approved	Y
CEMP	0005		JS-10 \ West Jefferson Site	Buildings &	Non-Nuclear	1989		7/15/1989						9/30/1989	1986	N	Approved	Y

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			Building JS-10	Equipment\Laboratory	Facility													
CEMP	0006		JS-12 \ West Jefferson Site Building JS-12	Buildings & Equipment\Laboratory	Non-Nuclear Facility	1990		6/15/1990						9/30/1990	1986	N	Approved	Y

Technology Needs

Site Need Code: OH-C901

Site Need Name: Robotic Device to Improve Characterization of Underground Pipe Lines

Focus Area Work Package ID: DD-07

Focus Area Work Package: Hot Cell Facilities and Laboratory Equipment D&D

Focus Area: DDFA

Agree with Technology Link: N

Benefits (Cost, Risk Reduction, Both): Cost

Technologies

Small Pipe Characterization System (SPCS)

In Situ Chemical Treatment of Asbestos

Pipe Crawler Internal Piping Characterization System

Cost Savings (in thousands of dollars)

Range of Estimate

Related CCP Milestones

Related Waste Streams

Agree?

Change?

00003: A - LLW Soils from ER

Y

N

00008: F - LLW Contaminated Debris

Y

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